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ABSTRACT

This manual presents activities, practices, problems, and solutions relating to developing, conducting, and reviewing youth employment programs. Intended users are administrators of programs designed to help high risk Job Training Partnership Act (JTPA) eligible youth gain vocational competence and obtain employment in the primary labor market. The manual uses the key element approach and presents detailed information about 15 elements in 4 functional areas: (1) obtaining and retaining clients; (2) preparing clients for employment and helping them obtain and retain employment; (3) the labor market; and (4) program support and implementation. Part I contains instructions on how to use the key element approach and definitions of the key elements. Part II, the body of the manual, consists of descriptions of 14 youth employment programs. Each case study has the following components: a general statement of the program; detailed descriptions of outstanding key elements; statements indicating why the elements are considered outstanding; some hints on how to replicate or to make use of learning from the project's use of the element; and the name of the person who can provide additional information about the program and specific elements. Part III is a general discussion of each element, using the information in the case studies and information in the general employment literature and literature dealing with helping high risk youth. Part IV is an index relating specific elements and the case studies. (YLB)

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JTPA and High-Risk Youth: A Guide to Successful Employment & Training Programs

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JTPA AND HIGH-RISK YOUTH: A GUIDE TO SUCCESFUL EMPLOYMENT AND TRAINING PROGRAMS

TABLE OF CONTENTS

FOREWORD Page 2

INTRODUCTION Page 3

PART I - HOW TO USE THE MANUAL Page 5

PART II - CASE STUDIES Page 11

1. Jobs for Youth - Chicago
2. OIC of Greater Milwaukee
3. FEGS - Cityworks Program
4. FEGS - Job TAP Center #4
5. FEGS - Trades and Business School
6. Career Beginnings Program - Case Western
7. Boys Club of San Gabriel Valley
8. Jobs for Youth - Boston
9. Cities in Schools - Palm Beach
10. Communities in Schools - Austin
11. Harbor City Learning Center
12. Alternative Schools Network - Chicago
13. Birmingham 70001 Work & Learning Center
14. Dallas 70001 Work & Learning Center

PART III - THE ELEMENTS - A DISCUSSION Page 41

PART IV - INDEX Page 61

FOREWORD

Every manual makes assumptions about the people who will use it. The assumptions made in writing this manual are relatively simple. They are:

- The users will be practicing professional administrators of programs designed to help high-risk JTPA eligible youth gain vocational competence and obtain employment in the primary labor market.

- The users are interested in improving their programs and will welcome and use the information provided.

Based on the first assumption, we did not dot every "i". We defined the elements in general terms only and did not obtain additional information or elaborate on the case studies. Readers who are interested in obtaining additional information will, we are sure, contact the reporting organizations directly.

Based on the second assumption, we made no effort to explain why improving programs is important or attempt to motivate readers to use the material contained.

Even a cursory review of the field shows that there are wide variations in specific objectives, program design, and the nature and importance given to different elements. We attempted, within the range of the case studies reported, to indicate these differences and provide as many provocative examples as possible.

Finally, as all of us know, youth employment programs have been under attack from time to time by many who know little about our programs. Although we know program shortcomings better than the critics, we also know that there are many, many good programs. It is hoped that even the small sample of these will change the views of some critics.

We wish to acknowledge the contributions of some of those who made the manual a reality. At the top of the list are the U.S. Department of Labor and the members of the National Youth Employment Coalition, without whose support and confidence there would not have been a manual. Among the individuals, the list is topped by Barry Wacksman, who helped identify and obtain cooperation from directors of outstanding programs, edited copy, and put the manual in its final format. Jeffrey Newman helped identify outstanding programs and reviewed the copy. Don Mathis provided numerous leads and valuable information about effective programs. We both acknowledge and thank the program people who took the time to respond to the questionnaire and our telephone calls and who agreed to provide additional information at request.

INTRODUCTION

Youth training programs are essential if we are to bring into the labor market the large number of young people who come out of high school without the skills and will necessary to obtain and retain a job in the primary labor market. While there are many good youth employment programs, there is little literature on the specific characteristics of the elements of successful JTPA programs for the most needy, high-risk population. This manual is a step toward remedying that situation. It is designed to assist professionals on the front line, the people who establish and run programs, to help high-risk youth become competitive in the labor market, and obtain and retain employment. It is light on systematic research and heavy on practices and elements that are effective.

With the cooperation of officials of the National Youth Employment Coalition and knowledgeable members of the Coalition, we have identified a large number of successful programs. We selected from among these a much smaller number of programs to report in order to keep the project manageable and the manual easy to use. The projects we chose come from different parts of the country, work with youth under varying circumstances, and use different approaches. There are, of course, many more successful programs than the ones we identified and contacted. The programs that we have reviewed and report on in the manual work with high-risk youth, have been more successful than most in helping youth obtain and retain employment, and were able and willing to describe the elements of their programs.

The manual uses the key element approach. This assumes that:

- There are key elements which are common to youth employment programs;
- These can be identified, isolated, and described;
- It is easier to make effective use of information about specific elements within the framework of a program than of a description of an entire program in which the elements are not clearly identified; and
- Information about an element can stimulate both critical and innovative thinking about one's own program.

Of the great number of elements identified, the manual presents detailed information about fifteen elements in only four functional areas. These areas are:

- obtaining and retaining clients;

- o preparing clients for employment and helping them obtain and retain employment;
- o the labor market; and
- o program support and implementation.

Some important areas, such as normal management functions and criteria for eligibility provided in the law, are not included.

The manual is primarily concerned with activities, practices, problems and solutions relating to developing, conducting and reviewing youth employment programs. The approach is, for the most part, analytic. While there are indications and leads for the synthesis and the balancing and meshing of elements, it is left up to you to develop the synthesis for your own program. The manual consists of four parts:

Part I contains instructions on how to use the key element approach and our definitions of the key elements included in the manual.

Part II, the body of the manual, consists of descriptions of a number of youth employment programs. In each case study there is a general statement of the program, detailed descriptions of outstanding key elements, statements indicating why the elements are considered outstanding, some hints on how to replicate or to make use of learning from the project's use of the element, and the name of the person who can provide additional information about both the entire program and specific elements.

Part III is a general discussion of each element using the information in the individual case studies and information in both the general employment literature and that dealing with helping high-risk youth.

Part IV is an index relating specific elements and the individual case studies.

I. HOW TO USE THE MANUAL

A. The Key Element Approach

There are many situations in which youth employment program administrators can learn from specific aspects of each other's programs. Further, a necessary condition for learning from experience is to make a periodic, formal review of each element's effectiveness.

Usually there is little serious review unless an emergency arises. Unfortunately, the solutions and changes made in response to an emergency are not the best or the most cost-effective. They are rarely the occasions for learning. In the usual run of things, managers feel that they have enough to do to keep the organization going without considering alternatives to what is being done. The dominant philosophy is if it's working, forget about it.

Our view is diametrically opposite to "If it ain't broke don't fool with it." It is, "It ain't going to get better if we don't check how it's working." We believe that it is important to systematically examine the important elements not so much for avoiding possible disaster (although that too is a reason for review) as it is to look for ways to improve and to extend operations.

The exemplary elements in the case studies provide information and hints for developing alternatives to elements in your program and a structure for reviewing cost/benefit of an element and increasing understanding of the interrelationships among elements and their individual impacts on the program's functioning.

If you are not seeking to improve any specific element, read through the manual to get a feel for its contents and some information relating to the design and operations of other programs. If you are interested in assessing and revising a specific element, refer to the index. Under the name of the element you will find the numbers of the case studies in which the element is described. The case studies contain descriptions of the specific element and the reasons it is considered outstanding. In addition, refer to the general discussion of element characteristics in Part III.

Systematic review should not be limited to the elements listed and the descriptions provided. The manual contains information from a limited number of projects. Consequently, the examples may omit some significant elements and important information about the elements included. We have tried to remedy any omissions by the general discussion in Part III. However, even this may not meet your needs completely. Develop you own list and add to the descriptions. Select additional elements that are important for your operations. Add descriptive material to help

others understand the nature and importance of the element in your program and its relationship to other elements.

There are leads for extending the definitions of characteristics of each of the elements in both the cases in Part II and the general discussion in Part III. Build on these to spell out what they should be for your program.

If the description of an element in a case study seems to fit your situation but there isn't enough information to meet your needs, you can call the person whose name is provided. Each person named has agreed to provide information.

After you select an element for review, the first step is to define the criteria for assessing whether or not it should be modified or changed. While some hints are included in the case studies and general discussion, you should set forth, preferably in writing, what the output and costs of the element should be for it to be satisfactory. For example, if you are reviewing public relations, what benefits do you want PR to produce, how do you expect this to happen, how would you assess what happened, and how much of your resources would this be worth. Unless you have some idea of criteria and acceptable costs, assessment is not very useful.

If after review and analysis you decide that a specific element should be revised, there are two ways to go about it. One is a broad or holistic approach. The other, a focused or limited element approach. The broad approach is more complicated and time consuming. However, if done well it can be more effective. The process is to review the program as a whole and work back establishing successive inputs and outputs to unravel the relationships, impact, and effectiveness of the specific element or elements under consideration. In the course of this, the strong and weak points of each element under review should be identified. Sometimes, the necessary changes become obvious at this point and they can be made.

If the changes are not apparent, three systematic approaches for identifying possible alternatives are available. A review of what is known is the first step in each approach. In our case, this is what you know about your program and the material in Parts II and III. In the first approach, the attempt is made to use what is known, i.e. the information in the case studies and the general discussion. If this doesn't produce an acceptable solution move to the other approaches. The second approach is to use one or another of the free association approaches. The most common is brainstorming. If more than one or two elements in an area such as "obtaining clients" is involved, the session should be devoted to improving the general area "obtaining and retaining clients." This will usually sharpen the focus of each element and produce suggestions for improving relationships and linkages among the component elements. The general session should be followed by separate sessions devoted to each specific element.

The third type are the more structured approaches. The force-field, popularized by Kurt Lewin, can be very effective. In this, the strong and weak points and the beneficial and adverse impacts of the element under review are identified and described. Then, a systematic attempt is made to increase the beneficial and reduce the adverse impacts by maximizing the use of the strong points and reducing dependence on or improving weak points. In this analysis, excess cost would be considered a "weak point."

The focused approach is to fix on the specific elements which you believe should be changed. They should be described in system terms (input, throughput, output), the reasons why change is desirable should be stated, and the given input and desired output characteristics indicated. Then element by element, in order of importance for the functioning of the program, alternative throughputs are developed using the three approaches described.

If possible, it is highly desirable to develop alternatives for each element, so that sets of alternatives for related elements can be constructed and compared. It is possible that using the "best" alternative for each element will not produce the best result for the entire system. The total cost may be too high or the "best" for one element may make it impossible to use the "best" for another without a decrease in total output.

B. The Elements

The elements are grouped in four functional areas. These are:

- Obtaining and retaining clients;
- Preparing for and making the transition to work;
- The labor market; and
- Program support and implementation.

Some elements could be included in more than one area. We have placed them in the areas we think most appropriate. However, this is just our opinion. The definitions of the elements are intended to give you a good idea of what the terms mean when used in the case studies. If they differ from your definition, don't fight the definitions. Make as much use of them as possible. Their meanings are, to some extent, made clearer in the discussions in Part III. Some may include activities that you believe are inappropriate or not include others that you think are essential. You are probably right for your program. However, it may be worth your while to consider our definitions anyway.

OBTAINING AND RETAINING CLIENTS

1. Outreach and recruitment - all the formal and informal techniques and activities directed to enhance interest and get members of the target client population to participate in the program. Includes "word of mouth," use of mass media and other public relations activities, linkage with government and other community programs and involving volunteers. This element is actually the start of both the motivation and learning processes. It informs potential participants about the learning program and its expected benefits and motivates them to want to learn and get jobs.

2. Intake processes and procedures - information required and the process for obtaining and verifying the information for identification, certifying eligibility, determining the appropriateness of the program, assigning to activities, etc. and the means, forms, etc. for recording and utilizing the information and registering the participants.

3. Assessment of client needs and potential - interviews, tests, and other activities to determine qualifications and remediation, support and other needs and the training and employability potentials of clients for the purposes of selection, counseling, training, etc.

4. Support services - activities to reduce psychological, economic, and social barriers and increase motivation for youths entering and completing the program and making successful transitions to employment. Services may be provided by paid workers or volunteers from the agency or by another agency with your agency making the arrangements or guiding the youth in obtaining the services.

5. Motivation - special activities to develop participants' agreement on objectives and the will to achieve them, to provide reinforcement to maintain participants' interest in the program and will and confidence in the ability to learn, gain competence and make the transition to full-time employment.

PREPARING FOR AND MAKING THE TRANSITION TO EMPLOYMENT

6. Program design - planned training and experience to prepare clients for stable employment includes both individual and group learning activities such as work readiness, basic and remedial education, vocational education and hands-on experience, and job search and related support services such as assistance in transition to work, counseling and follow-up after placement. Includes techniques to be used, sequencing of learning activities, etc.

7. Competency standards and certification - criteria and standards to complete an educational segment and to obtain certification of competency to perform specific occupational

tasks: the certification process: and the type and acceptability of the certification.

8. Counseling and guidance - personal services to both groups and individuals to help them make vocational and career decisions and to help resolve personal problems (this is also an important element in "preparing clients for employment" and "helping them obtain and retain employment").

9. Placement - processes for matching a client's needs, potential, and planned training program with on-the-job experience and, upon graduation, matching client's competencies with available jobs to maximize chances for success and career development. "Placement" may include some instruction with respect to the expectations of the specific employer and job requirements and opportunities.

THE LABOR MARKET

10. Labor market information and analysis - ability, or access to resources, to obtain and analyze local labor market data sufficient for identifying jobs which will be available and the employers who have the jobs for which to train participants; the skills and abilities graduates will be expected to have to be competitive in the labor market; other conditions for obtaining entry level employment, e.g. union membership; and wage rate, career opportunities, and other information needed for counseling and career decision making.

11. Job bank - information required to determine current training sites and job opportunities for clients. Includes: listing of all available and probably available job slots by occupation, competencies required for placement, career opportunities, stability of employment, wages, fringe benefits and names, locations, and characteristics of the individual establishments. May include history of experiences with the employer and unions involved. The information is frequently computerized and kept current on a daily or weekly basis.

12. Job development - activities to identify and obtain the participation of employers who can provide appropriate employment for program graduates or supervised on-the-job training and to ensure that experience at training sites helps prepare and motivate clients for employment.

PROGRAM SUPPORT AND IMPLEMENTATION

13. Staffing - identifying, recruiting, developing, utilizing and retaining professional and other staff members to provide the competencies needed for design and implementation of effective programs.

14. Advisory committee (board of directors) - an official body which meets regularly for the purposes of giving counsel,

direction, assistance, and, in the the case of a board of directors, oversight to the staff's performance and the program's needs and achievements.

15. Public relations - all the activities designed to gain a favorable opinion and support from persons outside of the organization by informing them of its goals, activities, and achievements.

PART II CASE STUDIES

The case studies are important as they are derived from direct experience and are not theoretical constructs. The specific elements noted as "reported" are in some cases not the very ones which were listed by the reporting agency. In editing the reports, we took the liberty of using all the information provided in the most effective way for the readers of the Guide. This means that in some cases an element was added if the report contained enough information to make adding the element worthwhile. And, in some cases, if the information in the report seemed, on the basis of our definitions of the elements, to belong to another element, we changed the designation. We edited the reports (adding, subtracting, and changing the language) to make them uniform in terminology and presentation. However, in no case did we misrepresent what was reported.

The case studies are presented in no particular order. They tend to be in the order in which we received them. The numbers in parentheses after elements in the "Elements Reported" Sections are the numbers of the definitions of the elements in Part I.

We call your attention to the offers by the case reporters to provide additional information upon request.

PROJECT NUMBER: 1 PROJECT TITLE: JOBS FOR YOUTH/CHICAGO INC.

PERSON TO CONTACT: ELIZABETH G. HERSH
67 East Masison-Suite 1900, Chicago, IL 60603 (312)702 -2086

PROGRAM: Pre-employment training; vocational counseling and job placement are provided for high risk 16-21 year olds who are not in school.

ELEMENTS REPORTED: Outreach and recruitment (1), intake processes and procedures (2), assessment of client needs and potential (3), support services (4), motivation to complete training (5), program design(6), placement (transition to employment (9), labor market information and analysis(11), job development (12), staffing (13), and public relations (15).

OUTREACH AND RECRUITMENT: Our reputation for getting graduates good jobs makes word-of-mouth the most effective recruitment. We also have "people working the streets", newspaper and radio ads, and staff phone banks. [It is important to determine what works, to use it, but not give up on developing new ways to recruit. Informed clients, graduates, and staff members are the most effective recruiters. Recruitment is everyone's responsibility.]

INTAKE AND PROCESSING: Word-of-mouth recruitment results in considerable self-screening. Starting several elements at intake bring clients into activities at once. These include assessment at the enrollment interview and working with the counselor. [Immediate involvement on these different levels reduces the downtime for both youth and the agency and demonstrates to the youth that the pacer at which we work and what we expect from them.]

ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: Assessment begins at intake. It includes personal interaction, self-assessment and formal testing instruments. A conference between client, teacher and counselor to discuss the client's prospects and needs to meet educational and career goals is the keystone. Vision and hearing tests are a part of the assessment. [Immediate involvement of the key player at a personal level tends to make assessment more reliable and useful. It also demonstrates the nature of our help and expectations. It motivates clients.]

SUPPORT SERVICES: The use of large numbers of volunteers makes individual attention possible. Our clients are generally young people who got lost in the forest of a big city school system. They need personal attention. When a client has several needs, e.g. academic and work, we address the needs at the same time by finding appropriate part-time work. Where services required are beyond the scope of the agency, good referrals and follow-up are provided. The agency accepts and carries out the role of social

worker/case manager. [Assessment is the guide to the program. We do what we can do well and call on others to when we can't do something well. It is important, however, not to assume that these clients can get the services needed in another agency in a timely fashion. It is important to follow through to show the client that the agency's interest and program are complete.]

MOTIVATION TO COMPLETE TRAINING: We focus on our role as an employment rather than as a social service agency. This keeps the client focused on what motivates them - jobs. The Pre-Employment Workshop is educational preparation for employment. It also screens to eliminate those who are not committed to make the effort needed. There is recognition of successful completion by a graduating ceremony. This is a motivator to complete training and succeed on a job. [Clients are motivated by knowing that our aim is to help them get a job and learning what is expected from them as soon as possible. They also know and experience that we are committed to helping them. The extensive use of volunteers not only permits individual treatment, it indicates the interest of the total community in each as an individual.]

PROGRAM DESIGN: The design is directed at a single result: helping economically disadvantaged young people become independent adults. All of the components of the program are united around this one theme. Functions and services not directed at this target are not assumed. When some are needed to help a client, referrals with professional, concerned follow-up are provided. We don't get diverted into subsidiary areas and we don't lose clients. Employers know us as an employment agency. Counseling is kept separate from employment. In employment, we serve the employer. We don't expect the employer to fill a social obligation by employing the young people we send to them. The Pre-Employment Workshop both screens out those who will not at this time be good employees and it prepares those who want to make it to make good. It is staffed almost entirely by volunteers from local business and industry' with guidance from a small, highly competent professional staff. The Workshop, in addition to covering everything usually covered in "preemployment skills", offers family planning, personal budgeting and other adult competency areas. A special unit, the Learning Center, helps clients achieve the academic competence needed to reach their career objective. All the academic work is relevant. [Focus on one objective simplifies and strengthens organizational structure and functioning, and presents a clear image to clients, volunteers and employers.]

PLACEMENT: Working as an employment agency rather than as a social services agency, we seek to maintain a reputation that businesses can rely on our recommendations. We send only a few pre-screened applicants for a job. We don not flood offices. Youths have to complete the Pre-Employment Workshop before going out on job interviews. [Placement is far easier when the employer trusts your

judgement and knows that you don't expect the employer to be a social service or training agency. Young people are more confident when they know that we will not send them for an interview unless we believe that they can perform well on the job.]

LABOR MARKET INFORMATION AND ANALYSIS: We spend a lot of time getting to know what different businesses and industries are looking for in employees. We prepare clients not only for interviews but for the jobs which they will be expected to fill. [This is an element in our acting as an employment agency. The labor market information helps us identify and develop the right combination of experience and skills in the young people we send out for a job.]

JOB DEVELOPMENT: The tone of the promotional material is that of an employment agency. The thrust is how we can serve the employer. We have a separate staff to serve business organizations from that serving the youths. The goal of this staff is to fill employer's job vacancies with competent, ready-to-work youth. [Everything should carry the same message. The young people we need are competent, desirable workers who will meet your needs.]

STAFFING: Our low turnover is indicative of satisfaction with working conditions and support for the agency's objectives and programs. There is complete communication at weekly staff meetings. Everyone knows how programs relate to one another and the current status of every program. All are involved in daily decision making. "Interact", our volunteer program has developed strong, lasting commitments from volunteers. They serve as the instructors and tutors in both the Pre-Employment Workshop and the Learning Center, providing individual attention to the clients. Coordinating volunteers is an important, time-consuming process. One and one-half staff member time is assigned to this. The volunteer tutors are supported by a small, professional teaching staff. [The use if volunteers in direct services and relationships with youth rather than as clerical helpers is very satisfying to them. It adds an important dimension to the services provided for clients. However, it cannot be assumed that a volunteer program will be effective without expending resources for recruitment, coordination, training and support.]

PUBLIC RELATIONS: Our public relations activities derive from and support our program activities. The newspaper and radio ads used for outreach, the promotional materials sent to employers, the stories about graduation from the "Pre-Employment Workshop" all carry the message, "If you want to become competent to get and retain a job, we are the agency for you", and "If you want competent, trained workers, we are the agency for you." The Volunteers Program generates its own public relations. It has won a number of awards, including citations from the Governor and the President. [Every activity and favorable result can be used for

public relations. Good publicity in return makes it easier to get good results and good volunteers.]

PROJECT NUMBER: 2 PROJECT TITLE: OPPORTUNITIES INDUSTRIALIZATION CENTER OF GREATER MILWAUKEE, INC.

PERSON TO CONTACT: MICHAEL A. FAUCETT
2835 NORTH 32ND STREET, MILWAUKEE, WI 53210 (414) 449-2804

PROGRAM: Provides basic education, support services and skills training and experience in a pre-apprenticeship program for at-risk and high risk youth.

ELEMENTS REPORTED: Intake processes and procedures (2), assessment of client needs and potential (3), motivation to complete training (5), program design (6), competency standards and certification (7), staffing (10), advisory council board of trustees (14).

INTAKE PROCESSES AND PROCEDURES: Potential clients are informed of the opportunities (a full menu of construction-related jobs). Their strengths and weaknesses are identified and a plan, if it is feasible, is developed for completing the program. Motivation is built into the initial intake by demonstrating their importance as individuals and strengthening their sense of self worth and self interest. [This good start is considered the single most important element for success. It is based in a model and handbook provided by the national organization.]

ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: A computerized assessment process is used to identify strengths and weaknesses and to develop the individual instructional program. The entire process is private and confidential. However, built in is the motivational element aimed at strengthening self-interest for completion. [This is used to get the client's interest and attention to benefits from day one. It sets the tone of what is to come.]

MOTIVATION TO COMPLETE TRAINING: The entire program is integrated and focused on motivation. From day one, clients are made to feel wanted and important. They participate in decision making as it affects them. They learn how each activity is associated with goal achievement. These are important motivational factors. [Many youths are suspicious, don't want to be "controlled" and need to know program relationships.]

PROGRAM DESIGN: Representatives of each of the stakeholder groups (community, labor, government and employer) participate in design. This is not only valuable for curriculum design and for future

employment, it increases their stake in making the program a success. The program emphasizes hands-on work. Support services and education are individual, self-paced and tailored to meet the specific needs of each youth. The academic learning system is totally computerized and integrated with the experimental elements. [The stakeholders' participation is the design and the individual attention for each youth means that everyone has a responsibility and motivation to make the program success. Fragmented programs are difficult to monitor and manage. This program is a complete system. It includes academic education, work relayed and life coping materials, competency standards and certification requirements. It is a tested national program.]

COMPETENCY STANDARDS AND CERTIFICATION: There are national standards developed by the Remediation Training Institute. Benchmarks are provided - performance expectations - in each subject area. [This keeps us and our clients toeing the mark. We want to be as good as anyone else in the country. A national standard can give greater local credibility.]

STAFFING: This is a very strong element. Journeymen in each trade are the instructors and the crew supervisors at work. The use of the computerized, self-paced academic learning system reduces the need for as many academic teachers and permits a better ratio for skilled trainers. Participants to journeymen ratio is six to one. [The use of trainers with substantial experience as journeymen makes it easier to gain acceptance by employers and labor.]

ADVISORY COUNCIL (BOARD OF DIRECTORS): We use the guidelines and manual for boards prepared by CIC/America. These include: criteria, purpose, structure, responsibilities and functioning. As a result, we have an active, participating Board which is representative of all stockholder populations. The board provides policy direction, establishes goals and objectives, standards for performance, and reviews all financial and program activities. In return, it provides the agency with the credibility needed for support in this community. [The establishment and functioning of the Board is well known. It is not necessary to reinvent them. A well functioning, responsible Board must have policy and oversight powers. It is difficult to retain outstanding board members if the Board is powerless.]

PROJECT NUMBER: 3 **PROJECT TITLE:** CITYWORKS PROGRAM
PERSON TO CONTACT: Nina Pace, Assistant to the Sr. Vice President
FEDERATION EMPLOYMENT AND GUIDANCE SERVICE (FEGS)
62 West 14th Street 7th Floor, New York, N.Y. 10011 (212)206-8885

PROGRAM: This is a combination of work experience and remedial education serving a 16-24 year old economically disadvantaged, highest risk population with reading and language arts scores below the seventh grade level. Participants alternate weekly for a year or more between academic remediation (basic skills and GED prep) and work. The goal is placement in full-time, unsubsidized employment. Funding is a combination of JTPA and New York City tax levy.

ELEMENTS REPORTED: Intake processes and procedures (2), assessment of client needs and potential (3), support services (4), motivation to complete training (5), program design (6), counseling and guidance (8), job development (12), and staffing (13).

INTAKE PROCESSES AND PROCEDURES and ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: These two elements are combined in a week long orientation in which qualified applicants are informed about the Cityworks program and their will to complete the program is evaluated. They have daily homework assignments, provide their own carfare for the week, are expected to come in on time and maintain 100% attendance. "Scores" are given on "effort variables" by the counselor who maintains an accountability log. Those who have low "scores" are given the opportunity to improve. However, standards are maintained; client who do not meet the standards are not admitted to the Cityworks program. They are referred to other programs. [No client is taken for the ride or washed out.]

SUPPORT SERVICES: Staff credits the ability to provide a wide variety of support services rapidly with being the most important reason for program success. The entire range of services provided by FEGS is available. The units that can be called upon include: education, mental health, development, disability, sheltered workshops, skills training, criminal justice, career development and employment opportunity support. The last of these units provides a variety of services including assistance in locating child care services for clients. In addition, there are the resources of special programs including those for parents on public assistance, felony offenders, disabled mentally disturbed and the homeless. [A well defined, readily available support network is crucial for this population.]

MOTIVATION TO COMPLETE TRAINING: To a great extent the need to demonstrate motivation is known from the beginning. Clients know that it is a condition for entering and continuing in the program. There are periodic, and if needed, special counseling sessions, both to help and to assess and maintain motivation. Youth leadership clubs and other activities also plays a role. [The

ability to assess motivation at the beginning is a key for handling resources and having them available for the one-to-one relationships and special care needed for those that can be helped.]

PROGRAM DESIGN: The conditioning and selection during the orientation sets the tone for the entire program. It permits selection of the most committed for the limited slots and begins the development of socialization and work habit essential for completion and employment in the education/work program. Pre-employment and work maturity training and counseling are provided in a four hour session scheduled each remediation week, in addition to the basic education and preparation for the GED. There are quarterly worksite evaluations of progress and acquisition of vocational skills, work habits and socialization skills. [Motivation permits an intensive design.]

COUNSELLING AND GUIDANCE: Each client has a "differentiated Vocational Plan". This is adjusted monthly at the beginning of the program and biweekly in the latter part. There is a complete review twice a year in a case counselling session. There are individual, group and seminar counselling sessions. Two group sessions are scheduled during each educational week. Individual counselling is provided biweekly with additional sessions if needed. There is a specific counselling curriculum which includes: human sexuality, peer pressure, substance abuse, health, money management, family violence, victimization, assertiveness and aggressiveness, systems negotiation and deferred gratification. [Total concern for clients' progress and success and staff and clients' involvement in goal achievement are necessary to maintain motivation, interest and effort.]

JOB DEVELOPMENT: Cityworks uses the FEGS central account development unit which maintains contact with more than 35,000 employers. FEGS has employers' confidence by never recommending an unqualified worker. It does not charge a fee for its service. A marketing/sales approach is used for job development. Employers are provided with a free, valuable service. They are not asked to provide jobs for less competent youth. [Youth are job-ready for the specific job. Provide follow-up to ensure that the employer is satisfied. Provide, don't ask for, favors.]

STAFFING: The program and the direct service personnel constitute 70% of all the staff positions. This high percentage is made possible by housing a number of youth programs together and providing a joint administrative staff. Staff members work as a team covering for each other. A promotion from within policy makes possible on-the-job training and mentoring for new staff members and provides supervisors who can serve as expert consultants. [Teams are essential in an intense program. Competition between individuals and units must give way to mutual help.]

PROJECT NUMBER: 4 **PROJECT TITLE:** JOB TAP CENTER #4 YOUTH PROGRAM.

PERSON TO CONTACT: Nina Face, Asst. to the Sr. Vice President
FEDERATION EMPLOYMENT AND GUIDANCE SERVICE
62 West 14th Street 7th Fl., New York, N.Y. 10011 (212) 206-8885

PROGRAM: This is on of the twelve Testing, Assessment, and Placement (TAP) Centers in New York City. It serves a high risk population of 16 to 24 year olds with 4th to 8th grade reading levels, who want jobs and high school students on public assistance in need of part-time employment. The program includes assessment, support and employment services. The funding is a combination of JTPA and New York City tax levy.

ELEMENTS REPORTED: Outreach and recruitment (1), intake processes and procedures (2), assessment of client needs and potential (3), support services (4), motivation to complete training (5), program design (6), competency standards & certification (7), counselling and guidance (8), placement (9) and job development (10).

OUTREACH AND RECRUITMENT: In addition to normal recruitment approaches, counseling staff provides "world-of-work" sessions to students enrolled in school programs and orientation to staff members of NYC Youth Bureau funded programs and Youth Coordinators of Community Planning Boards. Welfare recipients are recruited through Income Maintenance Centers, day care centers, churches, etc. An innovation is the mobile TAP Van. It visits each of the twelve TAP areas providing information and community resources and TAP services to those seeking help.

The multiple access points and the mobile units bring the program to the clients. The dense overlapping approaches traditional, affiliated network and provision of a needed information service to attract and interest persons in appropriate residential areas - insures that a high percentage of the population is informed. No one approach can succeed with a population as disadvantaged as the one we are concerned with.

INTAKE PROCESSES AND PROCEDURES: Instructions are given in Spanish as well as in English. Staff shortages are made up by the use of Spanish and English video tapes for orientation as well as live presentations.
[It is essential to use language and terminology that is easily understood by clients. The videos reduce staffing needs.]

ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: Standardized tests are given to measure interests, aptitudes and job readiness. Comparable Spanish language tests are being evaluated for future use. Appropriate referrals are made to pre-vocational training; support services and job placement.

[The use of standardized tests facilitates staff training and

decision making. Spanish tests will improve the assessment of the Spanish speaking client.

PROGRAM DESIGN: Training and counseling are provided in addition to testing, assessment and placement. Integrated counseling and pre-employment skills training help clients become job-ready. Individuals are prepared to take civil service examinations. A special six week program for welfare recipients prepares them to qualify for porter, maintenance/office cleaning, machine operation, typing (brush up) and cashier positions. The training areas are determined by an assessment of local entry level employer needs which require little academic achievement or English speaking workers.
Services continue after employment. A monthly contact is made with youths and employers for one year to resolve problems which arise during employment. When clients lose jobs, reasons are ascertained and the client is counseled and encouraged to reenter the program.

[The design is directed to meet the needs of the employer and tailored to build on the youth's abilities.]

COUNSELING AND GUIDANCE: Employment Development Plans, with short and long term objectives, are prepared by clients and counselors working together. Counselling combines support and the insistence that clients carry out agreements ("tough love"). Social service counselling is provided to help clients deal with personal problems which hinder achieving employment objectives.

[The keys are follow-up counseling (for one year after placement), close one-to-one relationship, agreed upon rules which are strictly enforced.]

JOB DEVELOPMENT: The focus is on local opportunities, small businesses where the worker can experience a variety of tasks and large employer with promotional opportunities. High turnover, low opportunity jobs are avoided. Salaries and benefits must provide incentives for the welfare recipient. Job listings are provided to staff on a monthly basis and activities are coordinated and integrated during mid-week meetings.

[The focus is on jobs which motivate staying with the training program and the job after placement. The entire staff's activities are tied to the available job market.]

PROJECT NUMBER: 5 **PROJECT TITLE:** FEGS TRADES AND BUSINESS SCHOOL
PERSON TO CONTACT: NINA PACE, Asst. to Senior Vice President
FEDERATION EMPLOYMENT AND GUIDANCE SERVICE (FEGS)
62 West 14th Street, 7th Floor, New York, N.Y. 10011 (212)206-8885

PROGRAM: Skills training and job placement are provided for high risk disabled and economically disadvantaged youth with funding under several JTPA titles. Training is continued with motivated youth until they attain the skills necessary to obtain entry level positions in one of the following areas: office practices, jewelry manufacture, building maintenance, heating, air conditioning and refrigeration, major appliance repair, upholstery, cabinet making and furniture finishing.

ELEMENTS REPORTED: Assessment of client needs and potential (3), support services (4), program design (6), competency standards and certification (7), counseling and guidance (8), placement (transition to employment) (12), staffing (13), advisory committee (14).

ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: This is considered a crucial element as improper evaluation results in student failure. The process includes review of the client's job history, appearance and motivation in an intake interview, standardized reading and math exams ann a week long, hands-on situational assessment and skills evaluation. Criteria are based on the academic and skills requirements of the New York State Department of Education. There is an extensive orientation at the program. This permits the applicant to and the counselor to determine interest and will to participate. [Combining two or more elements is both efficient and helps maintain client interests. Significant motivation is needed to last the program.]

SUPPORT SERVICES: In addition to a supportive and sheltered environment, in which the participants can make a gradual transition in to the adult world of work, special remediation is provided when needed. Participants work side by side with older workers in environments which are designed as actual workshops employing state-of-the-art equipment and techniques at industry standards. [The presence of helpful, older role models who perform up to industry standards is a motivating and supporting factor. Transition is easier when experience is in a real environment.]

COMPETENCY STANDARDS AND CERTIFICATION: The school and the curriculums are approved by the National Association of Trade and Technical Schools and the New York State Department of Education. Students qualify for Pell Grants. Requirements for a completion certificate include: completion of a minimum number of instructional hours set by the State with at least 80% attendance, course grades of at least 75% and attainment of the occupational competency objectives set in the curriculum. [The high standards give the graduate "documented employability".]

COUNSELING AND GUIDANCE: Counselors are assigned to students for the period they are in the program. Counselors work with their assigned clients to prepare an Employability Plan with both short and long term objectives, provide support counseling when appropriate, and, when students have completed two-thirds of their training, work with them to insure that they will be job ready upon completion. References are made when necessary to appropriate in-house and external supportive services. [The continuity of services via the counselor motivates both client and counselor. Both have a greater stake in succeeding.]

PLACEMENT (TRANSITION TO WORK): School employment specialists, supported by job developers from FEGS' Central Employment unit maintain close ties with each of the industries to locate job openings and to insure that the trained worker will meet job requirements. The instructors, who maintain close relationships with their trades, advise on appropriate placements. Students visit job sites to establish connections for future placement. [Central or outside resources must be subject to local adaptation and refinement to be effective. Maintaining close ties with the industry is a key for relevant training and effective job placement.]

LABOR MARKET: Information is gathered by the Central Employment unit and analyzed for trends. Specific information with respect to local industry needs is obtained by instructors who are active members of their trade organizations. Further, there is an effort to create and maintain the need for workers by stimulating economic development. Two special programs were established in response to projected needs: The Jewelry Institute of New York and The NYC Furniture Institute. [The special programs give the industry an incentive to participate in the training and to employ the graduates.]

JOB BANK: The information obtained from the Central Employment unit's contacts with 35,000 employers and those of the instructors with companies and individuals in their industries provides the basis for an effective job bank. There are records maintained at both the school and in the central unit. [Maintaining a job bank is important but time consuming. It might not be possible if there were not many programs using the resources of the Central Employment unit. In some communities, it may be possible to set up a multi-agency job bank.]

JOB DEVELOPMENT: The information from the job bank is updated as needed to place students. The visits of instructors and students to job sites are effective job producers. In addition, FEGS holds an annual Skill Olympics in which industry representatives are invited to review and judge the work of students. This often results in job orders and offers.

STAFFING: The focus is on communicating. There is a multi-lingual staff to serve a population with weak English skills and members who can use American Sign Language with the hearing impaired client. [Staff competencies should be tailored to the needs of the clients.]

ADVISORY COUNCIL: An active Advisory Committee of industry experts keeps staff informed on state-of-the-art curriculum, processes and equipment, current labor market conditions, workers' requirements and provides support for local school programs. [The ability to develop a strong, supportive advisory committee is one of the greatest advantages of the program.]

PROJECT NUMBER: 6 **PROJECT TITLE:** CAREER BEGINNINGS PROGRAM

PERSON TO CONTACT: A.J. ABRAMOVITZ
CASE WESTERN UNIVERSITY, MANDEL SCHOOL - BEAUMONT HALL
2085 Abington Rd., Cleveland, Ohio 44106 (216) 368-5278

PROGRAM: A school program to help very disadvantaged youth graduate from school and go on to jobs and meaningful careers. it uses a large number of volunteers to assist staff and motivates participants.

ELEMENTS REPORTED: Support services (4), motivation to complete training (5), program design (6), and counseling and guidance (8).

SUPPORT SERVICES: In addition to an extensive educational program designed to help the students meet academic standards, there is individual planning and activities tailored to each student's needs. The program includes summer employment, year round workshops relating to career planning, and preparation for the transition to work or secondary school. A network of teachers, ministers and mentors is the key to the delivery of support services. [Support services must be tailored to each participant. The trio of adults (see design) play key roles in the education and support programs.]

MOTIVATION TO COMPLETE TRAINING: In addition to the support network and the support program, students are motivated by the desire to continue in the extra curricular program which includes: trips to amusement parks, a visit to the Cleveland Browns' summer training camp and a bowling party. [With very disadvantaged youths, it is important to provide some sense of the play activities that more affluent young people enjoy. The activities recognize that youths are making a strong effort. The trio of adults provides an interest "club" for the youth.]

PROGRAM DESIGN: The objective is to achieve school success. Each student is supported by a team consisting of a teacher, minister and mentor. The mentor is a business person or a professional. The teacher serves as a case manager, providing a continuous in-school presence and an integrating force. Each teacher serves as a case manager for ten students. The minister plays a social work role. [The object is to help these students believe in themselves, that they are worth the effort and can make it. The support trio provides educational, moral, social and employment models. The case manager is always on deck to make sure that everything is ok.]

COUNSELING AND GUIDANCE: The members of the network not only provide counseling and guidance, they help in concrete ways to overcome barriers. This gives them increased standing and acceptance from the students. [It is necessary to reach out and obtain strong support from community groups and the business community to recruit the large number of mentors required. The

mentors have to be prepared to play their roles effectively without taking over from teachers and parents.]

PROJECT NUMBER: 7 **PROJECT TITLE:** BOYS CLUB OF SAN GABRIEL VALLEY

PERSON TO CONTACT: CLAYTON HALLOPETER, EXECUTIVE DIRECTOR
2740 Mountain View Rd., P.O. Box 4703, El Monte, CA 01704
(818) 442-5470

PROGRAM: We help youthful offenders return to the community and prepare for and obtain employment. The program makes use of the Community Service/Community Beautification Corps.

ELEMENTS REPORTED: Outreach and recruitment (1), intake processes and procedures (2), support services (4), program design (6), placement (transition to employment) (9), and job bank (11).

OUTREACH AND RECRUITMENT: Youthful offenders are critical "high-risk" youths who need help in their communities. Recruitment is through an outreach effort in L.A. County Probation Department's residential treatment facilities (a.k.a. "probation camps"). Eligible youth are identified, screened and enrolled prior to release. Upon release, they may enter the program. [Facility administrators should be contacted in advance to arrange for meetings with the youths. Frequent visits enhance the formation of good relations and cooperation with the center's staffs.]

INTAKE PROCESSES AND RECRUITMENT: A streamlined, one-stop preenrollment process saves hours of staff time and increases enrollment. It gives the youths detailed information. There are few surprises, as they know what is expected of them and what they can expect. [Operate recruitment form the client's perspective. Pretend that you are the applicant. Develop the intake procedures to make it as easy on yourself as possible. Identify the aspects that cause difficulty. Revise the procedure to minimize the difficulties for the client.]

SUPPORT SERVICES: There are comprehensive services. These are either in-house or through coordinated referral services. Drug/alcohol counseling are provided in house. In addition, advocates and sponsors are available seven-days-a-week. [Don't just refer a follow-up. Better still, go along with the applicant. Some young people are hesitant or unable to express their needs. A mere referral may not be followed up. Going along assures that the youth gets there and knows that you are interested. You learn whether the referral was appropriate.]

DESIGN: The agency is a comprehensive youth development organization. Youth employment is only one program. There is an in-house accredited, alternative high school. [Multifaceted programs are mutually supportive.]

PLACEMENT (TRANSITION TO EMPLOYMENT): If a youth returns to school, we find appropriate employment with an employer in our job bank. [Many employers had difficulties with the law when they were young or have children with problems. These employers are understanding and helpful and consider hiring youthful offenders.]
JOB BANK: We maintain contact with employers who are willing to accept our referrals. Most are at $4.25 an hour. Some are much higher. [Utilize service groups and community groups as leads for employment.]

PROJECT NUMBER: 8 **PROJECT TITLE:** JOBS FOR YOUTH - BOSTON
PERSON TO CONTACT: GARY KAPLAN
312 STEWART STREET, BOSTON, MA. 02996 (617) 338-0015

PROGRAM: The program provides basic education, GED preparation, pre-employment training and job placement.

ELEMENTS REPORTED: Support services (1), program design (6), competency standards and certification (7), job bank (11), staffing (10), and an advisory council (board of directors) (14).

SUPPORT SERVICES: There is a comprehensive support network to help the young people cope with their current problems. This helps to release energies for learning and to provide experience in solving problems later in life. Services include specialized counseling, case management for young parents, help with family problems, stress management, start-up loans and technical assistance for those who want to become self-employed. There is follow-up after placement. [The great need is to help to develop maturity both in everyday life and at work. Where need is as great as it is for these young people, it is important to develop a supporting agency network to get support from others in their areas of specialization.]

PROGRAM DESIGN: This is a comprehensive, integrated approach to meet clients' needs and helping them achieve maturity. The approach is individual, with open entry and open exit. Instruction is designed to meet the client's needs and scheduled so that education can be combined with work and family responsibilities. Individual objectives range from preparing and helping to get a job, to obtaining a high school diploma, to gaining vocational skills, to qualifying for college entry, to starting up a business. Objectives and plans depend on the individual youth's potential and objectives. There is group and individual instruction. [For these young people, planning and help must be directed toward individual objectives and needs. Education, training and support must be comprehensive and integrated to meet their needs.]

COMPETENCY STANDARDS AND CERTIFICATION: The education program is a certified alternative high school. Clients receive a GED or a high school diploma. [The certification makes our resources useful to other agencies. This helps build an extensive support network.]

JOB BANK: Information is maintained for more than 450 employers in the greater Boston area who employ, have employed or are potential employers of our clients. We provide these employers with pre-screened entry level workers according to their needs and standards. [Maintenance of a job bank is essential for planning, training and scheduling.]

STAFFING: Volunteers provide tutoring and individual counseling. They significantly extend our ability to provide services. [The

volunteers not only provide desirable individual services, they increase ties to the business community and serve as a good source of positive public relations.]

ADVISORY COUNCIL (BOARD OF DIRECTORS): Our board has good links to the business community. [Well known board members give credibility to and help develop the job bank.]

PROJECT NUMBER: 9 **PROJECT TITLE:** CITIES IN SCHOOLS, PALM BEACH

PERSON TO CONTACT: LORIAN BROWNLEE, ASSISTANT DIRECTOR
319 Clematis Street, Suite 812, West Palm Beach, FL 33401
(407) 655-8705

PROGRAM: In cooperation with the Private Industry Council (PIC), the program provides, for students at the greatest risk of dropping out of school, education for employment and pre-employment skills training in their schools.

ELEMENTS REPORTED: Intake processes and procedures (2), motivation to complete training (5), staffing (10).

INTAKE PROCESSES AND PROCEDURES: CIS Home Visitors interview each student enrolled in the program and meet with adult family members to explain the program and determine JTPA eligibility. [Meeting with and obtaining support from family members is the basis for maintaining the client's motivation.]

MOTIVATION TO COMPLETE TRAINING: Family members are contacted many times during the youth's participation to ensure the family's continued support and encouragement for the youth to achieve employment skills, participate in summer employment training and return to school. Job fairs, career guest speakers and other activities are conducted to motivate continuing in the program. [This program requires continuously reenforced motivators. Family participation is essential for this. Special activities are helpful, if they are interesting.]

STAFFING: The arrangement with the PIC is beneficial to both programs. The PIC supplies full time counselors, at school locations, who provide information, education and training for employment. CIS provides the enrollment, assessment and motivational activities. The counselors, Home Visitors, CIS teachers and the CIS Project Director work as a team. [Where an agency can develop a cooperative arrangement with another which has resources and competencies in complementary areas, the joint effort can produce better results than in the case where either entity existed individually. However, participation must be effectively coordinated and beneficial to both parties to be maintained.]

PROJECT NUMBER: 10 **PROJECT TITLE:** COMMUNITIES IN SCHOOLS - AUSTIN

PERSON TO CONTACT: DON LOVING, EXECUTIVE DIRECTOR
P.O. BOX 13284, AUSTIN TEXAS 70711 (512) 450-0418

PROGRAM: Provides pre-employment and work maturity skills training to eligible students in the Austin Independent School District.

ELEMENTS REPORTED: Outreach and recruitment (1).

OUTREACH AND RECRUITMENT: The effectiveness of outreach and recruitment is increased by two factors:

* publicxation of a newsletter which goes to all students and teachers on campuses where there is a CIS program. The newsletter contains information about CIS training and articles about students in the program.

* while focusing outreach and recruitment on JTPA eligible, high-risk students, not barring any student from participation in pre-employment classes.

These two factors give the program total acceptability and good publicity. Everyone reads the newsletter and is interested in the program. High risk students participate because those who participate are not "labeled" as "disadvantged" or in any other way that students may perceive as derogatory. The newslatter contains many students' names. This insures that it will be read, and increases interest in participating, particularly by members of the target population, who love to see their names in print. [Eliminating the labeling removes a significant barrier to recruiting members of the primary target population.]

PROJECT NUMBER: 11 HARBOR CITY LEARNING CENTER, P.S. 410

PERSON TO CONTACT: BERNADETTE BALLARD
4801 Liberty Heights Ave., Baltimore, MD 21207 (301) 296-0092

PROGRAM: This is a JTPA and LEA sponsored program which combines preparations for employment and placement of youths in security positions and education in a Baltimore alternative high school.

ELEMENTS REPORTED: Program design (6), competency standards and certification (7), counseling and guidance (8), placement (transition to employment) (9), labor market information (10), job development (12), staffing (13).

DESIGN: The security curriculum was developed by national experts in the field and modified by local leaders. It is updated from feedback in the field. [Focussing on a single occupational area makes it possible to get the support and help of the top experts in the field and to develop local confidence in the curriculum. Even with this support, it is desirable to modify to meet local conditions and to update based on feedback from the experience from the field.]

COMPETENCY STANDARDS AND CERTIFICATION: State and local education standards are used for the alternative high school. Criteria and standards set by national security experts are used for the vocational program. Employers know that every graduate must meet these standards. [There are criteria and standards for every occupation. Publicizing use of national and local standards is good publicity for participants and employers.]

COUNSELING: Participants are given one-to-one counseling. Counseling starts with an individual orientation to insure that the participant understands the program's objectives and activities to achieve these and knows the defined performance criteria and standards and the expectations with respect to behavior and effort. Student's behavior and performance are tracked. The counselor follows up and meets with participants periodically and upon need. The objective is to encourage and gain compliance with standards while motivating and maintaining morale. [Rules, criteria, and standards must be clear, known and enforced. The job of the counselor is to demonstrate interest, provide support and motivate compliance.]

PLACEMENT: There is a continuing need for security people. We have a good reputation. Employers know and trust us. There are no problems with placing participants while they are in the program, because employers know that we will provide backup, problem resolution, etc. While students work part-time, employers train them in their rules and procedures, observe their behavior and performance and determine the student's employability within the company. Students have the opportunity to determine the

desirability of working for the company. In most cases, there is a transition to full-time employment.
In the others, we have a very good reading on the type of placement to make. [Cooperative education, on which this is modeled, makes the transition to full-time employment easier.]

LABOR MARKET INFORMATION AND ANALYSIS: The nature of the national sponsoring agency, the National Crime Prevention Council, and our analysis of the national and local labor market led us to the selection of the security field. The security industry is labor intensive and one of the fastest growing industries in the country. Private protection services are at the cutting edge of the sector. [LMI can help in selecting a few occupations in which to specialize. They should be labor intensive, growing attractive to the client population and not require years of training.]

JOB DEVELOPMENT: Working in a single occupational area in which there is continuing need for trained reliable people coupled with on-the-job (cooperative education) component has simplified job development. We knew from the beginning that job development would not be a problem if we had the reputation of placing trained, tested, qualified young workers. We were right. [Impact on job development must be considered at every program stage. With a good reputation, in a somewhat tight labor market, the employees come to you.]

STAFFING: We had the freedom to select people who are known to the local community as qualified and competent. [It is important that the staff know the turf and be accepted as competent by perspective clients and employers and the local community, generally.]

PROJECT NUMBER: 12 **PROJECT TITLE:** ALTERNATIVE SCHOOLS NETWORK

PERSON TO CONTACT: JACK WUEST
1105 West Laurence, Room 211, Chicago, IL 60640 (313) 728-4030

PROGRAM: A city-wide coordinating and general service program for a network of 50 alternative schools which serve a high risk, JTPA eligible population of school dropouts. There is local autonomy at each site. We provide central resource development, public relations, program and administrative information and services, connections with other city-wide service agencies, city-wide job development, arrange for sharing resources between schools, arrange for and conduct meetings to share information, etc. [Central guidance and support for individual sites combined with local autonomy for policy, program design and implementation provide strength and flexibility far beyond the capabilities of either a totally central or a totally local operation. The local sites are in charge; central services are provided as needed by the locals.]

ELEMENTS REPORTED: Outreach and recruitment (1), support services (4), program design (6), competency standards and certification (7), counseling and guidance (8), job bank (11), job development (12), staffing (10), advisory committee (board of directors) (14), and public relations (15).

OUTREACH AND RECRUITMENT: Local units attempt to contact every youth who has stopped coming to school in their districts. They are in touch with the schools, police, other governmental authorities and voluntary agencies in their districts. They make strong efforts to reach youth who have been out of school for longer periods. Multiple means, both city-wide and local, are used to reach every young person who has not completed high school. [While the site is in the best position to mobilize local people and local agencies to reach the youths, the central agency is best at getting city-wide publicity.]

SUPPORT SERVICES: The attempt is made to provide every support necessary to overcome barriers to learning and becoming job ready. Most services are provided by site staff. Outside resources are used if necessary. Services range from arranging for child care to bail bond. There is followup when a youth is referred to another agency. [Only comprehensive services make it possible for this highest risk group to complete the program and obtain employment.]

PROGRAM DESIGN: A set of suggested rules and consulting services are available to guide individual sites design and implement their programs. The rules include both general managerial precepts, e.g. specify clear obtainable goals and objectives, and program specific suggestions. Among the latter are:

* the program should be comprehensive and include education, preparation for work, work experience,

support services, and individual problem resolution;

* the student/teacher ratio should be about 10:1;

* individual goals and plans to achieve these should be developed with the participation of the youth;

* site should be in the youths' communities but not be in a regular school location; they should minimize fear and memory of past failures;

* site should develop a curriculum which will best meet the needs and potentials of their students;

* sites should consider the entire range of educational approaches, emphasis on experimental approaches is recommended;

* a plan for program assessment should be developed to lead to program improvement. [Flexibility at the local level increase the interest and confidence of local staff members, makes it possible to meet local needs and encourages self assessment and improvement.]

COMPETENCY STANDARDS AND CERTIFICATION: The requirements for graduation are higher than that of regular high schools. Both employers and students are familiar with our standards. They are confident that our youths, recommended, will be able to get and keep a job. [Higher standards are necessary to place this population. The knowledge is also helpful in recruitment.]

COUNSELING AND GUIDANCE: The teacher is the primary counselor and case manager. Specialized counselors are available if needed. This maintains the one-to-one relationship and makes on person responsible for helping the youth overcome all barriers and preparing the youth for employment. [This simplifies and strengthens ties for both youth and teacher. It is only possible with a low student/teacher ratio and with teachers trained and willing to serves as counselors.]

JOB BANK: Each school develops a job bank for the local district. The central staff develops a city-wide job bank. It makes referrals to sites in their areas, provides information on jobs not in any site area, coordinate site activities and tries to reduce the competition between sites for jobs. [Responsibilities remain with the site. The central office provides secondary coverage on a city-wide basis, gives technical assistance, encourages the sharing of information, etc. [It is important to conserve resources by reducing competition.]

JOB DEVELOPMENT: This carried out by each site. It coordinates the competencies and readiness of its student population with the jobs in its local job bank. The central office provides help when requested by the site. Local members of the site's advisory committee are very helpful. [People who know the local job market should be in charge of local job development. Central staff should come into the picture only on request in special circumstances.]

STAFFING: All teachers are trained to serve as counselors in both 1-1 and group conseling. It can not be expected that all teachers will be both competent as teachers and counselors. Further, the teaching staff must be flexible enough to change curriculums and approaches as needed. [Good selection, training and supervision are keys.]

ADVISORY COMMITEE/BOARD OF DIRECTORS: Each site has its own local board of directors. The ,ocal boards are independent of the central board. They are composed for the most part of local people who have great interest in making the program succeed in their districts. They know the local situation, needs, resources, businesses, etc. They want, have and accept complete responsibility. They are willing to work hard. [Select board members who have a personal interest in making the program a success and who can contribute to making it a success.]

PUBLIC RELATIONS: Local public relations is a site matter. Citywide and state public realtions are handled by the central organization. [When there is one voice, speaking for fifty programs, it is heard and listened to.]

PROJECT NUMBER: 13 **PROJECT TITLE:** BIRMINGHAM 70001 WORK AND LEARNING CENTER

PERSON TO CONTACT: BRENDOLYN HIGH, DIRECTOR
2330 SECOND AVENUE NORTH, BIRMINGHAM AL 35203 (205) 324-5055

PROGRAM: This was an 18 month demonstration project to recruit and prepare for employment a population of "disconnected, hard to reach" youths, 16 to 21 years old. Eligibility criteria were relaxed for the demonstration period. The program is now JTPA funded.

ELEMENTS REPORTED: Motivation (5), program design (6), counseling and guidance (8), placement (9), job development (12), staffing (13), advisory committee (14).

MOTIVATION: Several overlapping approaches are employed. The major ones are: the case manager system which provides a continuing 1-1 relationship; mentoring by an adult from the Advisory Council provides a strong role model and counsel and support towards finding a job; meetings with Alumni Associates, a group of successful graduates, provides peer support; and an awards and recognition program which includes certificates and material incentives -- skating parties, concert tickets, dinner with staff members, and modest cash awards. [This most withdrawn, failure prone group needs multiple incentives to reduce apathy and underachieving and to enforce the will to succeed. Early and repeated successes and recognition are needed along with strong support from "significant others".]

PROGRAM DESIGN: Everything is directed to help the youths complete the program. Beyond this, it seeks to prepare these young people, who have little work experience to make the transition from zero to first twenty and then forty hours a week of full-time employment. The Alumni Associates and the mentors assist in preparing and helping enrollees handle the stress at the initial stages of employment. [This transition problem is frequently overlooked in training programs. It is a major variable in job stability.]

COUNSELING AND GUIDANCE: A specific staff member is assigned, as a case manager, to guide each youth through the program. The major function is to help the youth internalize the training and become ready for employment. There is a weekly report on the progress of each youth. Additional counseling and other resources are assigned when a participant begins to display behaviors indicative of a lack of motivation and progress. The mentor (council member) and the Alumni Associates provide additional support and guidance in coordination with the case manager. [The weekly review and a case management supervision promote accountability of staff and facilitate timely provision on needed additional services. A single focal point - the case manager - and the supporting cast e.g. council mentor are all needed.]

PLACEMENT (TRANSITION TO EMPLOYMENT): a sub-committee of the Advisory Council for private sector development assists in job development and placement. The mentors know the youths they are working with and are in a good position to assess the youths' potentials and to make recommendations to business employers. [Acceptance assessments of competence to perform competently by both youths and employers is essential for good job placement.]

JOB DEVELOPMENT: As in placement, the Advisory Council sub-committee for private sector development is of great help in job development. The members know the business community, the programs and the competence and job readiness of the youths. [There is a much greater chance for success in job development when the same person knows all the parameters of the situation.]

STAFFING: Every staff member is capable of serving as a case manager. In addition, they are supported by experienced case management supervisors, their peers in the weekly case reviews, the volunteer Council members and the Alumni Associates. [There should be periodic review of staff performance. Low participant/teacher ratios may only be possible when there is significant volunteer support.]

ADVISORY COMMITTEE: The Advisory Council is composed of representatives from public and private sectors. Its primary role is to provide a communications link between the program and the community and support/assistance to the program. Each member "adopts" a participant. This includes serving as a mentor, assisting in job placement, and providing other support services. As noted, there are sub-committees which engage in special activities such as job placement and development. [Advisory councils can be very helpful for programs. Use of special sub-committees can be responsive to specific program and participants' needs.]

PROJECT NUMBER: 14 DALLAS 7001 WORK & LEARNING CENTER

PERSON TO CONTACT: YVONNE YOUNG, DIRECTOR
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PROGRAM: This was an 18 month demonstration project to implement a model of education, training, motivation and placement services for very hard to serve youths, aged 16 to 21. It is more intense and protracted than the traditional JTPA programs. Eligibility was not governed by JTPA during the demonstration period. The Center now operates as a JTPA funded program.

ELEMENTS REPORTED: Outreach and recruitment (1), intake processes and procedures (2), assessment of client needs and potentials (3), motivation to complete training (5), program design (6), competency standards and certification (7), counseling and guidance (8), staffing (13), and advisory committee (14).

OUTREACH AND RECRUITMENT: There was a city-wide, multimedia approach to recruit youths who have not been attracted to the traditional job training programs, youths who are not "connected' with the existing social service network. The campaign was successful. [Success may be the result of the elimination of JTPA eligibility requirements, or the focus on this traditionally hard to reach group, or the city-wide publicity, or the national reputation of the 70001, or any one of a number of other factors. The lesson is that this group can be reached.]

INTAKE PROCESSES AND PROCEDURES: The process is simple and nonthreatening. There is a minimum of forms to complete, and a one-to-one or small group approach. Testing is after the orientation, after a positive relationship has been established. Youths are screened in rather than out. [The intake should be a positive, motivating experience rather than another example of bureaucratic hassle.]

ASSESSMENT OF CLIENT NEEDS AND POTENTIAL: In addition to the traditional assessment approaches, there is a computer assisted - computer managed system. It is related to independent study. After orientation,participants are assigned to the Education Services Center. Computer based tests identify academic and world-of-work deficiencies and directs appropriate learning. Repeated testing provides the participant with immediate feedback and motivated continued efforts. [The individualization, the immediate feedback and suggested study, fascination with the computer operation, all motivate continued efforts to succeed. Assessment is changed from a block to learning to motivation.]

MOTIVATION TO COMPLETE TRAINING: In addition to assessment process, we use the Seventy Thousand One Career Association (SEVCA) motivational system. This is a tested program to encourage and motivate continued participation.

It includes: recognition ceremonies and certificates of completion. The events are covered by local and national media. The objective is not only to promote retention, but to gain acceptance of personal responsibility for completing the training plan. [Review of SEVCA would be of value to all program administrators.]

PROGRAM DESIGN: The program is individually paced and case managed. It includes academic enhancement, part-time employment, world-of-work competency upgrading and job placement. It is not a "time limited" short term program. As indicated in "assessment", competencies are targeted, sequentially ordered and deficiencies are identified by repeated testing. The feedback is an essential learning element. Further, members of the business community participate in the training. They conduct "trial" interviews and coach participants. Participants are made aware of the state of the job market and the requirements for employment. [There is great variation in needs, motivation and potential among the members of this population. Programs must be individualized in terms of approach, content and time. They must be reality based and involve the business community.]

COMPETENCY STANDARDS AND CERTIFICATION: All participants must satisfy the academic and pre-employment requirements. [Ultimately, judgement is made by the business community by employing or not employing the graduates.]

COUNSELING AND GUIDANCE: Every participant is assigned to a staff case manager who tracks and reviews the participant's progress and counsels and obtains special help if performance is too far off plan. Intervention are frequent and intense. They include meetings with other family members. Every staff member serves as a case manager. [Continuous, in depth counseling is needed for this group to keep them on track and motivated.]

JOB DEVELOPMENT: Employers are made aware of graduates' competencies and participants are helped to become knowledgeable with respect to the job market. Participating members of the business community make job referrals. By the end of the training period, responsibility of job finding is shifted from the staff to the participant. The process is market based and realistic. Participants learn by trial and error and are helped and encouraged to keep trying until they obtain employment. [Participants will have to go through the process of finding jobs on their own sooner or later. They should be part of that process as soon as possible.]

STAFFING: A low participant to staff ratio permits more extensive and comprehensive intervention with participants and their families. It permits enhanced case management and team teaching. Staff is well trained in both of these activities. Every staff member is held responsible for effective case management, regardless of title. [A well trained staff is essential for

working with this group of young people. It is equally important to review the work of staff periodically to maintain standards of performance and to provide needed training.]

ADVISORY COMMITTEE (BOARD OF DIRECTORS): The Advisory Council is composed of business , education, social service and other community leaders. They represent the real Dallas community. They provide general direction for the Center and guidance for realistic training, developing and maintaining a service network, and getting community support for the participants. [Instructions for developing and maintaining an effective advisory council are contained in the 70001 publication "Eight Common Ingredients of Successful Programs".]

PART III. NOTES ON PROGRAM ELEMENTS

A. This part contains a general discussion and analysis of the fifteen elements. It both complements and supplements the material in the case studies in Part II.

Part II is valuable for the presentations by program administrators and for indicating how the elements reported relate to the entire program and to each other. However, they are not completely satisfactory for the analysis of individual elements. The part contains information from a very limited number of cases and does not present a balanced analysis of the elements. It is our experience that the usefulness of the case studies can be increased by a discussion of each element.

Case reporters emphasize the aspects of an element which is important in their programs and ignore other aspects, which may be equally important for other programs. The information tends to be fragmented. Reporters tend to use somewhat different definitions for elements and different criteria of standards for assessing them.

This part is directed to resolve some of the problems involved in using the material in the case studies, provide additional material which is useful but not included in any case study, and present a more rounded and complete discussion of the elements. Some of the material is taken directly from the case studies. Some comes from other studies we have made and from the literature.

B. ELEMENT DISCUSSION

1. Outreach and Recruitment

JTPA legislation and Department of Labor rules spell out the criteria for participants in these programs. Consequently, these tend to be uniform but generally unknown to the target population. Most programs find it necessary to engage in special outreach to inform and bring the young people who meet the criteria into active participation. Some use outreach workers and volunteers including street-gang workers, welfare, police, probation and parole officials, and church workers. Mentally and physically handicapped youth are reached through the voluntary advocacy and service agencies concerned with the specific handicap. The usual recruitment methods include:

- printed material describing eligibility, opportunities and the program, which is distributed in employment services, libraries, churches, etc.;
- announcements and discussions on radio and TV talk shows;

- o newspaper stories;

- o word-of-mouth, person to person transmission from program employees, sucessful program graduates, current participants, persons who support the program, and others who have a good knowledge of what the program can offer and the requirements for participating.

Word-of-mouth is generally seen as the most effective outreach/recruitment means. However, whether "word of mouth" or a newspaper story, the effectiveness depends to a great extent on the reputation of the agency to make good on its promise to help. The "reputation" is built up not only by having an effective program but by convincing people that the program is desirable and effective. This calls for good public relations.

Public relations cannot be a chance or "hit or miss." To be effective, it must be professional--planned with objectives, targets, activities, and follow-up assessment. While the program should be painted in as favorable light as possible, it is crucial that prospective participants not be misled with respect to the eligibility requirements, the demands on the participants, and opportunities upon graduation. We know from experience in this and other fields that there is a greater probability of dropout and disillusionment if youths are recruited with significantly unrealistic expectations.

2. Intake Processes and Procedures

The first direct interaction between the youth and the agency occurs at intake. At-risk youths have, for the most part, given up on "agencies." They come to the agency with some hope, but with much more doubt. If the doubt is not dispelled at the intake, they may never come back. Consequently, many agencies take more care with intake than with any other element.

Some agencies combine intake and assessment. This can be wasteful if the assessment is an elaborate testing process. Yet intake does involve some elements of assessment. It includes getting basic biographical data to determine eligibility and whether or not the agency's program is appropriate for the youth. There needs to be some evalution of how participation could help the youth and the support services that would be required.

The intake process consists of a systematic series of actions directed toward obtaining and verifying the information and approvals needed to determine the qualification and to register applicants for the program. While this is necessary for the agency, it is not for the youth. It is not sufficient that these be efficient from the agency's point of view. The process must be meaningful and painless for the youth. Many of these young people have a low frustration threshold. The intake should be structured to reduce waiting time and unnecessary stress and radiate a desire to help bring the youth into the program. This

is a key point at which to convince potential participants that the people who run the program are competent and can run a tight ship. This is important to give confidence that you can really deliver on your promises. We have heard repeatedly from youths and staff members in successful programs that the agency's "culture" and the atmosphere projected are the important variables in the program.

While frustration should be minimized, many programs use intake to test participants' will to carry out their responsibilities, complete the program, and acquire good work behavior.

It is necessary to get a great deal of information from and about the youth that the youth may be reluctant to divulge. Unless the youth understands why the information is needed and believes the interviewer want to help and can be trusted, the information may be unreliable and the youth may not return for the next stage. With this in mind, there are a number of elementary precautions. Among these are:

- The intake process should be as simple as possible.
- It should be as free as it can be made from frustrating waits, demands for unnecessary information, intrusion into personal life and excessive forms to be filled out.
- The reason for questions and requests should be explained.
- An effort should be made to establish a personal relationship.
- Interviews should be in the client's primary language.
- Next stage arrangements should be unambiguous and in writing.

3. Assessment of Client's Needs and Potential

Virtually every program reported on the substance and process of its assessment of clients' needs. Some build part of assessment into their intake and others into orientation programs. Everyone treats assessment as a key element. It is the client's first substantive contact with the agency. The process should be simple, well designed, and understandable from the client's point of view. The eligible population starts out suspicious of social and employment agencies and unable and unwilling to cope with unnecessary paperwork, questioning, challenges, waiting, etc. These can discourage them before a basis for cooperation is established. At the same time there has to be a careful, valid assessment of needs and potential to ensure that the youth can be helped and will complete the program and for establishing appropriate objectives, services, and placement.

The entire process and the rationale for the various factors should be explained, so that youths will understand and accept the assessment process. As indicated in some of the case studies, it may be desirable to present the instructions and the explanation in Spanish as well as English. Objectives of assessment are:

- o to determine the interests, objectives, expectations, and will to work hard and succeed;
- o to obtain information relating to educational achievement, work history, and both perceived and real needs;
- o to assess competencies for placement in training programs, counseling, on-the-job training, and job placement;
- o to develop, with the participation of the client, long-term goals and a plan to achieve these;
- o to prepare, again with participation, a set of short-term objectives and a plan to achieve these;
- o to establish, with participation, a schedule and criteria and standards to measure progress to achieving objectives;
- o to assign the youth to specific programs.

Much of the information needed for the assessment is obtained from tests. A report commissioned by the National Commission for Employment Policy (Morris, 1988) contains a survey of basic skills testing practices, uses of tests to define youth intervention needs and employability potential, test selection, types of tests, and descriptions of nineteen tests.

The report notes, "There is no one model for the 'best' design [for academic skills remediation]. There is no one best test [for assessing youths' needs]. Standardized tests measure what a person knows--not what a person can do with that basic skill knowledge." These tests also do not measure the youth's will to succeed and willingness to make the strong effort necessary. Many of the programs deliberately build demands into Intake and Orientation to measure "will" and willingness to make the effort. Also, it should be noted that many of these tests do not measure practical competencies that the youths may possess.

This points to two types of errors committed in assessment. The error of over-estimating a youth competence and ability to accomplish and the error of under-estimating these. Each can be deadly and should be guarded against by careful monitoring during the early days and weeks of participation.

4. Support Services

Support services are the name of the game for high-risk youth. Support services are provided by every agency, although not all reported the activity. Support services are provided on the assumptions that:

- the youth has problems which will not be dealt with in the basic program of preparation for employment and which are not common to all members of the population;
- some of these problems relate to the youth's own personality and some come from the environment;
- the youth's environment is basically not manageable by the youth;
- unless the youth is helped to improve the ability to deal with the problems and issues presented by the environment, it may not be possible to help the youth acquire the competencies and behavior needed to obtain and retain a job;
- we know what help is needed and are able to provide, or arrange for another agency to provide, the necessary help;
- the youth will accept and use the help appropriately.

These are quite strong assumption, not the least of which is the last mentioned. The first two are supported by a number of research studies. A recent one conducted by Public/Private Ventures (1988) found that many youths left programs for reasons not related directly to the program. Among these are health problems and adolescent parenting. There is general agreement in the case studies and the literature that for support services to be effective:

- the youth must recognize the need, see the particular services recommended as relevant, and be willing to accept the help (the first stage for any support);
- the services provided should be an integrated continuum;
- a single case manager should be responsible for keeping the youth motivated and for coordinating and monitoring the services;
- there must be continuous feedback from the youth and between the service agency and the case manager;
- the ultimate objective must be to reduce the need for outside support and for the youth to learn to be his or her own advocate, if continued support is needed.

Some agencies with many programs, such as FEGS, have the resources to provide almost every kind of support service. This makes providing integrated, comprehensive support easier. This is not the case with the great majority of agencies. It is necessary for these agencies to survey the service organizations in the community, develop an inventory of agencies and their services and make arrangements for cooperation before a specific need arises. Support services are generally provided by governmental and voluntary social service, substance abuse, and health agencies and some community-based agencies. Agencies serving special populations with special needs, e.g. unsighted people, are a good resource for the special populations. To ensure continued support services for clients, both sending and receiving agencies must get something of value from the relationship.

Support services commonly needed include: transportation, temporary shelter, dental and medical care, family planning, drug and alcohol abuse treatment, and financial aid. An often neglected support is providing or making arrangements for adequate transportation. It cannot be expected that any of the participants will have the luxury or use of an auto. This is particularly important for clients who cannot walk to the training center or for on-the-job training. The participant's income may not be sufficient to pay the cost of public transportation. Unless the transportation problem is solved, the dropout rate may be high.

5. Motivation

Motivation is the self-supplied push to complete training and go out to get and keep a job. Many of the young people need help to generate the push. There is no formula to accomplish this; each youth is unique. However, there are general principles which apply in many cases. Some of the factors which should be considered to motivate youths to enter and complete a training program are:

- the desire to obtain and retain a job coupled with the belief that completing the training program will help, in a significant way, to satisfy this desire;
- pressure from others--family and friends--to make the effort;
- fear of the consequences of being unemployed;
- the need to achieve and prove one's independence;
- the will to succeed;
- the desire to please a staff member;

- the will to grow and mature as an adult;
- a desire for recognition.

Against these factors are those that tend to influence youths to drop out and give up on getting a "regular" job. Among these are:

- past experience of failure, the expectation to fail, and fear of failing;
- a feeling of isolation and worthlessness;
- inability to connect with anyone on the staff;
- peer pressure;
- belief that participation will not be productive in terms of getting and keeping a "good" job;
- lack of recognition in the classroom and on-th-job training.
- indifference on the part of program staff;
- special needs not being met by support services.

Developing and maintaing positive motivation are made easier by testing and acting on the assumption that the participants:

- want to succeed;
- will, with some encouragement, work hard to achieve desirable objectives;
- want to know the facts about the training and the employment opportunities;
- want and will accept responsibility;
- want to be treated as adults;
- want to participate in decision making which is related to training plans, career objectives, work opportunities, etc.;
- expect to have one-to-one relationships with some of the people who seek to help;
- want clear, fairly applied rules and standards;
- respond to challenging objectives that can be achieved;
- want to be respected.

In general, the young people will be and remain motivated if the learning and work experiences are clearly relevant to achieving their desired objective if ths staff is competent, concerned, and involved, if people they look up to are involved and approve their efforts and performance, if staff members are seen as trustworthy (they keep their promises), and if there is a minimum of frustrating incidents and situations.

6. Program Design

The required content components of programs are spelled out in general terms in the Job Training Partnership Act and the regulations issued by the Labor Department. The approaches for learning are not.

The lead guideline is that adult rather than child learning principles apply, that the education and training must be clearly and unambiguously seen by the youths as relevant for achieving the agreed upon objectives. Subordinate to this guideline, but still of significant importance are:

- learning and training plans must be individualized;
- there must be significant individual learning opportunities and one-to-one relationships;
- vocational tasks should be planned and feedback provided to motivate and help youths acquire basic and other academic skills as well as vocational skills;
- academic and vocational skills should be taught in conjunction with each other, not in isolation from each other;
- youths are treated as adults in the classroom and on-the-job;
- there is a variety in both in content and learning approaches;
- the individual youth has some control and responsiblity over the pace and nature of the learning process.
- hands-on application in real situations is stressed;
- past learning and experience are not ignored, but built upon.

If a program has different teachers for academic and vocational education, the teachers must coordinate their activities in one or more of the following ways:

- there is a joint design agreement on who will focus on what and how the other will support and integrate

learning with the teacher having primary responsibility. This calls for each to gain knowledge in the other's field;

- o they work as a team in developing course content and approaches, preparing learning materials. They consult on plans for individuals. They occassionally exchange classroom presentations.

Mangum's (1982) review of the research literature relating to youth employment contains a number of findings which are of importance for the design of youth programs. Among these are:

- o employer complaints include absenteeism and tardiness, lack of interest in the job, prone to mistakes, ignore instructions, and unwilling to learn.

- o areas in which employers wanted improvements were concern for productivity, pride in quility of work, dependability, follow-through, work habits, attitude, ability to write and speak effectively;

- o qualities employers sought in hiring were appearance and dress, language and speech, references, educational record, and previous work experience.

In group situations, no youth should be ignored. It is crucial to motivate all the members of the group. One unmotivated, bored, dissatisfied youth can negate all of the efforts of a dedicated, competent instructor.

A final word: both participants and staff must realize, accept, and act on the knowledge that while the program exists to serve the youth, the worker exists to serve the employing organization.

7. Competency Standards and Certification

Competency standards and certification are important both for the agency and for the participating youths. Descriptions of both types are contained in the case studies.

Agencies must have credibility with the business community, the youths, and the funding sources. Some depend on word-of-mouth reports relating to the agency's competence in training and placing youths in jobs and providing employers with work-ready young workers. Some have state credentials to grant diplomas. Some are credentialed by other organizations. By whatever means, it is essential that the agency demonstrate high standing with potential participants and employers.

It is equally important that each youth who completes a program recieve a certificate of achievement in a dignified ceremony which points up the importance of the occassion. This can be a strong motivational force for young people who have never been

recognized for any educational achievement. A certificate which describes the competencies of the youth, a statement of "documented employability," is valuable for getting a job. These should present the information in a form useful to an employer. Some include descriptions of specific competencies, with the standards and criteria the youth has met. If there was a job experience, there should be a statement by the employer certifying satisfactory behavior or outstanding performance. The criteria and standards are of greatest value if they are the normal ones for the trade or occupation and are set by the trade or the employer. Many programs include a GED and some a regular high school diploma. These are certifications of academic achievement. Some studies and agencies recommend recognition awards at the completion of each stage of the program.

8. Counseling and Guidance

Counseling and guidance are essential elements of every program reported. Yet, very few young people come to an agency to be counseled. The role as a helping person, on the side of the youth, cannot be limited to the counselor. It must permeate the agency. However, as pointed out in the case studies of the FEGS programs, helping cannot be irrespective of the youth's behavior and performance. FEGS refers to "tough love." The importance of playing the helping role well is underscored by the Public/Private Ventures study, "Youth Motivation: At-Risk Youth Talk to Program Planners" (1988). The report notes that young people frequently cited their supportive relationship with an adult staff member as the most positive aspect of participating in a program.

Help must be relevant, real, supportive, and timely. It cannot focus on the outside, "What they are doing to me or not for me." It must have as one objective helping the youth to become self-analytic and willing and competent to assess personal goals and activities and to accept responsibility for actions. It must be reality-oriented.

In many programs for at-risk youth, the importance of having a person to whom the youth can talk and relate on a one-to-one basis is stressed. In some programs the teacher plays this role. Whoever plays the role, it is best if the "counselor" can cover all bases. Referral should be made only when there is a clear advantage. Youths look on referrals as passing the buck. If a referral is made, the youth should be prepared, know why, and accept that there are advantages to be gained. The receiving agency should be prepared and ready to receive the youth properly. Some cases indicate the advantages of in-agency referrals. In several of the case studies, the agency counselor accompanies the youth to ensure proper reception and treatment. In any event, the counselor should contact and hold the receiving agency accountable for performance. The youth should be encouraged to discuss the outcome of the referral.

9. Placement

The objective is place participants in jobs (whether for training or employment) which match their interests, abilities and potential and in which they will satisfy the expectations of the employer. There is a difference between a placement for training and a placement for full-time employment. In the first, the role is that of a cooperative education coordinator concerned with the development and preparation of the youth for employment. In the second, the agency is an employment agency with the responsibility for taking an employer's order and identifying and supplying qualified workers who meet the order's requirements.

While similar factors have to be considered whether the placement is for training or employment, there are some crucial differences. Some factors to consider in placing for training include:

- o the environment should be one in which the youth will learn to become a competent worker;
- o cooperation between classroom teacher, counselor, and work supervisor must be easy and natural;
- o there should be a match between training objectives and activities and work experience;
- o opportunities for continued employment with the same employer are desirable;
- o the quality of supervision for training a new worker is a key variable;
- o the regular work force should provide good role models for youth.

Factors to consider when placing for employment include:

- o employer's requirements and satisfaction with the worker;
- o youth's interest and ability to perform up to the employer's standards and motivation to stay with the employer;
- o possible impact of the placement and success or failure on public image and support for agency.
- o conformity with public policy and laws;
- o resources to improve the match, if there is need after placement, by special support services;
- o importance of filling this job for this employer by placing this client in this job.

In both cases, there must be balance between the employer's and youth's needs and expectations. A "profile" should be prepared for each youth describing salient characteristics, competencies and needs, strengths and weaknesses, interests and career objectives. Based on these, a profile of the ideal employer should be drafted, from the point of view of the youth. A similar exercise should be undertaken for each employer. Youths' and employers' profiles should be compared and tentative matches made.

The matches should be analyzed to identify desirable changes with respect to either the youth's readiness for the placement or the employer's readiness to accept and provide appropriate experience or employment for the youth. Agency support services should be factored in to determine how the differences in the profiles could be reduced by agency activities.

This type of analysis should not be limited to the time when the youth is considered ready for placement. It should be a periodic process beginning with entry to the program.

10. Labor Market Information

No program reported "labor market information" as an outstanding element. However, some indicated in their reports for other elements that labor market information (LMI) was gathered and utilized. It is obvious that every agency involved in preparing and placing youth for employment must, formally or informally, take labor market factors into consideration in making program decisions. Whether based on systematic gathering and analysis of data or the intuition and experience of administrators and professional staff members, the labor market has to be considered. To compensate to some extent, for the lack in the case studies, some basic information on LMI is included in this section.

LMI describes the dynamics of the labor market, the interplay between employment opportunities and available and potential labor force. It is obtained by estimating and evaluating the factors which influence the supply and demand for workers in specific occupations in a specific geographical area. It is the basic, general information needed for guidance, career planning, education and training design, job development, design and maintenance of a job bank, and other activities related to youth employment programs. The principal factors are: labor resources (competent workers employed or available for employment and persons in training), employment opportunities (jobs by occupation - filled, vacant, projected), and occupational information (characteristics - competencies required, working conditions, salaries, etc.).

National LMI is prepared by thje Bureau of Labor Statistics of the U.S. Department of Labor. Each state has a comparable unit.

The information at any level is never complete or exact. At the local level, gathering of labor market information may be fragmented. In most cities, information is gathered and analyzed by a number of different organizations. These usually include the state labor department, the city planning department, the economic development agency, the chamber of commerce, and other employer associations.

LMI provides a frame of reference for planning and analysis: it does not provide the detailed information needed for job development, placement, and design and maintenance of a job bank. LMI is most useful for our purposes when it is tied to the specific geographic area in which we are interested. The regional office of the Bureau of Labor Statistics and the state and local agencies can usually provide reasonably accurate information about a Standard Metropolitan Statistical Area (SMSA). These are defined by the U.S. Department of Labor on workers' commuting patterns. SMSAs represent the area in which program graduates are most likely to be employed. Although this may be too large an area for some programs, it may be difficult to obtain useful information for a smaller area.

The following is a general approach for developing useful LMI:

- Make a preliminary list of the occupations which seem to be pertinent to the agency's programs. Base this on local interests and employers, the LMI provided by the U.S. and state departments of labor and other information sources, estimates of potential client readiness, the resources available to prepare clients (including time per client, etc.).

- Set up a classification system for occupations, cross-indexed by skills, based on the system in the DOT (Dictionary of Occupational Titles), which will permit easy access, use, expansion, etc.

- Prepare a list of "working" occupations for which the agency is prepared to train and place youths. Retain information relating to the other occupations in a reserve category.

- Obtain information with respect to the current and projected labor markets (need and availability of labor) for each of these jobs by type of industry.

- Define appropriate commuting areas for your clients and identify industries in this area.

- Limit the list to occupations in your commuting area. Retain information relating to other occupations in a reserve category.

- Describe and analyze the competencies and other requirements for entry level jobs in each of these occupations.

- Cross-index occupations and jobs by competencies and entry requirements to provide leads for multiple qualification.

- Check usefulness of information and the format in which it will be made available with knowledgeable members of the advisory committee (board) and staff members who will be using the information. Revise as indicated.

- Check on use and bring the list and format up to date periodically (annually?).

Some sources of information in addition to the agencies mentioned are:

The Dictionary of Occupational Titles (DOT)

State Occupational Guides

The Occupational Outlook Handbook

The Occupational Outlook Quarterly

Counselor's Guide to Occupational Information

Handbook for Analyzing Jobs

With the exception of the state guide, all publications are available from the U.S. Department of Labor. They may usually be obtained from the regional office of the Bureau of Labor Statistics.

11. Job Bank

A job bank is an organized form of all the occupational information available in the agency with respect to the local labor market. It should be in a form which is useful to the persons who need the information for planning and operations. In many agencies it is stored in a computer and is retrievable in a number of formats. The information is usually cross-indexed by characteristics such as occupation, industry, company, and competencies required. Information is most useful if it is brought up to date daily or, at most, weekly.

The information should include industry, companies, occupations, location, number of jobs in each occupation, competencies required for entry and first level above entry, promotional opportunities, industry hiring practices, unions (agency contacts and experiences), company information (size, location,

occupations, number of workers in each, hiring practices, contacts, past experiences, wages, supervision, working conditions, expectations, etc.), trends, information sources, agency placement and experience by occupation, and feedback from training and placements.

12. Job Development

This is in some respects the most important and most difficult element of a youth employment program. It is the "employment" part of an "employment and training" program: the identification of an employer willing to participate in training the youth or to accept the product, an employable young worker.

It is also frequently an area of strong competition with adults seeking employment and other programs seeking to place youths. The competition cannot be ignored. Uncontrolled competition is, at best, a zero-sum game which can eat up the resources and energies of all concerned with no appreciable increase in the total number of jobs developed. At worst, it can result in sharply reducing the number of jobs available for the populations served by the agencies, as employers become annoyed by the competing requests. Discussion of ways in which to develop and exploit opportunities and programs for coordination and cooperation among programs is beyond the scope of this manual. However, each agency should consider and explore ways to reduce this competition. An effective, cooperative program could result in a positive rather than a negative-sum activity.

The key to effective job development, as reported in a number of the case studies, is to view the agency as an employment agency rather than as a social agency. There is still another point of view which should be considered--the agency as an educational and training organization. As such it is serving both the youths and the employers. It is preparing the youths for employment and enriching the local labor market and reducing the cost of training for the employer. While the same employers may be approached for both types of jobs, the nature of the approach must be different in obvious ways.

Criteria for good work sites for training and continued employment differ in emphasis on two aspects--expectations for stable employment and will and ability to provide learning opportunities and a learning environment. The difference is only in emphasis but it is still important. Indicators of a quality worksite, whether for training or employment, have been categorized into four areas: structural, jobs, interpersonal relations, and supervision. These should be considered in seeking jobs and noted in the employer's profile for placement.

With limited resources, it is highly desirable to analyze the situation and trends before committing resources to the job development efforts. The following are steps in this process:

- Estimate the current and anticipated state of the job market for the training cycle. Include in this process review of the current state (job bank data), labor market trends (LMI), and data from other sources (state labor department) and confer with members of your advisory committee, chamber of commerce, economic development agency, etc.

- Estimate the agency's job needs for training and employment in terms of occupation, level, time, number, nature, etc.

- Review past experience, prospects, etc. (what was, is, could be out there for the agency) in terms of specific employing organizations.

- Compare needs and excellent prospects, and just prospects and prepare job development objectives based on projected agency needs.

- Estimate the ability to meet agency needs.

- If it is highly probable that needs can be met, develop detailed plan and implement. If there are too few jobs of the types needed or too many, meet with appropriate staff members to determine what action to take. This could include changes in vocational counseling and training, changes in criteria for acceptable work stations, increased job development efforts, and increased or decreased recruitment efforts.

- Notes should be kept of development efforts and results to provide basic information for the next cycle.

Job development is an area in which good use can be made of volunteers. They can gather information, make telephone calls, make first employer contacts, etc.

13. Staffing

Every program recognizes the importance of developing and maintaining a competent and dedicated staff. All the usual personnel management criteria for accomplishing this are mentioned. These include: accurate but flexible job descriptions, planned recruitment and selection targeted to the job requirements and for growth, careful assignment, good supervision, performance evaluation and feedback, recognition for outstanding performance, good working conditions and staff

development. There are some references to equity in salaries in relation to local salary levels and between people in different job categories and between new and long-time employees.

In addition youth employment programs emphasize competence in one-to-one relationships, need to rationalize work-load to permit effective one-to-one, keeping staff fully informed of activities and status of programs, staff participation in problem solving and decision making, staff development directed toward facilitating crossover and specialist coordination, competence in case management, and the ability to be an effective team member. An important staff competence is boundary spanning, the ability to reach out beyond the organization to members of other organizations, businesses, and the community at large.

In programs which include education directed toward helping clients obtain a diploma, licensure and accreditation are key characteristics. Many programs make effective use of volunteers. Where this is the case, staff members have to be prepared to work with and supervise volunteers. The volunteers have to be prepared and motivated for their assignments. Special public relations, recruitment and recognition programs are desirable.

14. Advisory Committee (Board of Directors)

There are both similarities and significant differences between the powers, responsibilities and roles of advisory committees and boards of directors. Here we are only concerned with the similarities which relate to advising, supporting, and assisting the agency. We will use the term "committee" for both committees and boards.

While discussions with administrators indicate that virtually all consider it important to have a well-functioning advisory committee, few of the case studies describe this. There is an indication that, where there are effective advisory committees, national organizations provide manuals and other information for the formation and functioning of the committee. These are noted in the case studies.

Advisory committees are formally constituted groups of volunteers who provide significant support, assistance, and advice for the functioning of the agency and for specific programs. Their principle purpose is to help maintain and improve the quality and impact of programs that prepare clients (at-risk youth) to qualify for and obtain employment.

The committee's functions include support, advice and assistance for the agency. Support is usually provided by:

- creating partnerships between the program and the employment community (employers and unions);

- o enhancing community awareness, credibility, and support for the programs and the agency;

- o obtaining favorable program related publicity.

Advice is provided in:

- o general areas such as planning, public relations, and program design;

- o specific areas such as local resource sources and employment opportunities;

- o resolution of difficult problems;

- o dealing with other organizations.

Types of assistance include:

- o recruiting volunteers;

- o obtaining cooperation of other organizations;

- o raising funds;

- o training staff; and

- o speaking before community and business groups

15. Public Relations

Greater public awareness of youth employment programs' objectives, activities, and outcomes is important for developing acceptance, participation, and support. Dissemination of supportive information and evidence relating to the program and its effectiveness is a critical objective. Not only eligible youths and employers, but other support groups, e.g. volunteers, and the general public should be provided with appropriate information and motivation.

There are two public relations cycles, a long-term and a current cycle. These are overlaid to produce the public relations plan. The long-term cycle is concerned with strategic goals and priorities and with the cumulative impact of information about the agency. The current cycle is concerned with short-term--the present and immediate future.

In addition to time considerations, there are different target populations and different agency activities. Some target populations are eligible youths, the business community, public officials, funding sources, and community as a whole. Some of the activities are recruitment of participants, placing participants for training, placing graduates in jobs, securing

services from other agencies, recruiting volunteers, and obtaining additional resources.

All of these--time cycles, targeted population, messages, and information about activities--have to be integrated and correlated to produce an effective public relations plan. The implementation of the plan may be assigned to activity staff, but the coordination of implementation and the monitoring of results must be centralized at a high level if integration is to be maintained.

REFERENCES

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Morris, Robin, Lori Strumpf, and Susan Curnan (Frances Rothstein, ed.), "Using Basic Skills Testing to Improve the Effectiveness of Remediation in Employment and Training Programs," Research Report Series, National Commission for Employment Policy, 1988.

Mangum, Garth L., "The Process of Employability Development: Theory, Practice and Curricula," Olympus Publishing Company, Salt Lake City, 1982.

PART IV INDEX TO REPORTED ELEMENTS

ELEMENT	CASE STUDY													
	1	2	3	4	5	6	7	8	9	10	11	12	13	14
OUTREACH & RECRUIT	X			X			X		X	X		X		X
INTAKE PROCESS & PROCEDURES	X	X	X	X			X							X
ASSESSMENT OF CLIENTS' NEEDS & POTEN	X	X	X	X	X									X
SUPPORT SERVICES	X		X	X	X	X	X	X				X		
MOTIVATION	X	X	X	X		X			X				X	X
PROGRAM DESIGN	X	X	X	X	X	X	X	X			X		X	X
COMPETENCY STANDARD & CERTIFICATION		X		X	X			X			X	X		X
COUNSELING/GUIDANCE			X	X	X	X					X	X	X	X
PLACEMENT/TRANSITION TO EMPLOYMENT	X		X	X		X					X		X	
LABOR MARKET INFORMATION & ANALYSIS	X										X			
JOB BANK					X			X				X		
JOB DEVELOPMENT	X		X	X	X						X	X	X	X
STAFFING	X	X	X		X			X			X		X	X
ADVISORY COMMITTEE BOARD OF DIRECTORS		X			X			X				X	X	X
PUBLIC RELATIONS	X											X		

NOTES: The numbers are the case study numbers. Additional information about each element is contained in Part III. This part should be consulted in every case.

ABOUT THE NATIONAL YOUTH EMPLOYMENT COALITION

The National Youth Employment Coalition is a nonprofit membership organization consisting of more than fifty youth-serving organizations from around the country. The Coalition encourages collaborative ventures between professionals in the employment and training field through its program of advocacy, information sharing, legislative monitoring, public relations, and local coalition building.

Founded by youth employment and training professionals in 1979, the Coalition is headed by a ten-member executive committee of representatives from youth-serving organizations. With major support from the U.S. Department of Labor and a variety of private foundations, corporations, and dues from members, the Coalition convenes youth service leaders regularly to share ideas and use the network of contacts within the Coalition to disseminate the most up-to-date information about employment and training opportunities for America's disadvantaged youth.

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